OUR PROGRAMME AT WORK

OFFICE OF THE PRINCIPAL, EXTENSION TRAINING CENTRE
22 DEC 1959
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GOVERNMENT OF INDIA

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CHAPTER I

INTRODUCTION

India's history of the last several hundred years illustrates the age-old truth that responsibility and power are essential for development and progress of a country. Long foreign subjugation meant stagnation of the economy. Even where development was undertaken, the pace was unmistakably slower than independent countries. Twelve years of independence have shown how rapidly the pace can be accelerated, once the people have the right, as well as the responsibility, to decide and work for their own destiny. The progress in the field of irrigation is more than was recorded in the previous 75 years before independence. Recent development in health services, prevention of epidemics, the educational facilities for children, the opportunities for technical training and advancement of sciences, improvement of communications, improvement of agriculture, industry and expansion of power facilities to name only a few, are all the result of self-government.

1.2. What has been achievement is, however, only a fraction of what is required. We have been starved of development in all sectors. More of everything is the crying need of our villages. And to provide them power and responsibility for the implementation of any programme has to rest with the people.

1.3. The Community Development programme makes this possible. It seeks to bring about a social and economic transformation of the rural population. Its central concept is to enable the community to appreciate its *problems*, to realise its own responsibilities in regard to the solution of its problem, and to exercise the powers necessary to discharge these responsibilities.

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CHAPTER II.

THE COMMUNITY ORGANISATIONS AND THEIR ROLE

Individuals make families: families knit by social and economic bonds make a community. It is difficult to specify the extent of a community geographically or numerically. A village or a group of villages, however, forms a primary unit with common social and economic ties. The base organisation is the panchayat—a statutory organisation. It consists of the entire adult population of the area, who elect the necessary office-bearers. Functions devolve upon them under various Acts passed by the State Legislature. Among the common functions are those relating to the general development of the villages, including measures for the development of agriculture, animal husbandry, minor irrigation, communications, education, health and sanitation, etc. To enable the Gram Panchayats to fulfil these obligations, they have certain powers to levy taxes and raise resources. Assistance is also made available to them by the State Governments in the form of grants and technical advice.

2.2. *Block Development Committees*:—Above the primary unit is a Community Development Block with an area of about 150 sq. miles, an average population of 66,000 with the Block Development Committee at its head. It is composed largely of the representatives of the Panchayats themselves. It is charged with the responsibility for planning, initiation, sanction and execution of the various development plans for the particular Block. It has to arrange priorities among the various schemes, among the different Panchayats and among the villages forming its constituent units. It has further to coordinate the activities of the different departments with programmes in the Block.

2.3. *The District Development Committee*:—At the district level, there are District Development Committees. They are intended to co-ordinate activities among the various Blocks of the district, allocate resources where necessary, indicate priorities and generally supervise the programmes at the district level.

2.4. *The State Legislature and the Parliament*:—At the top, we have the State Legislature and the Parliament, the supreme bodies representing the will of the people for the total development of the country.

2.5. This, in brief, is the country's hierarchy to ensure that power and responsibility rest with the people at appropriate levels. The strength of any organisation depends upon the base—and as such here it will depend upon the functioning of the organisations at the Panchayat and Block levels.

2.6. One of the definitions of Community Development is a "Process of social action in which the communities organise, plan and

execute and where necessary, supplement from outside sources". In a democratic set-up, responsibilities and powers are assumed by the elected representatives of the community, be it at the National, the State, the District, the Block or the village level. The representatives have to be chosen from among those considered best to fulfil the responsibilities devolving upon them. And when they are chosen, whether as members of Panchayats, Block Development Committees, District Development Committees, the State Legislature or the Parliament, they have all one common object, namely to assist and help, to the best of their ability, in the rapid development of the community of which they are the elected representatives. Functions and activities may vary, but the responsibility and the aim remain the same.

2.7. With the Panchayat, there is another important organisation—the primary cooperative society—of equal importance. The Cooperative Society deals with the economic side of the programme—Whatever be the activity. Cooperation can be best described as a way of life. These two—the village Panchayat and Cooperative Society are the fundamental organisations for the community development programme.

2.8. The Community Development programme cannot function with just these two organisations. It needs a number of secondary organisations and voluntary workers working in special fields of activity. The programme, therefore, visualises the establishment of a number of voluntary organisations which may be termed as the secondary agencies. They are the Mahila Mandals, the Youth Clubs, the Farmers' Forum, the Gram Sahayaks, etc.

2.9. *The Gram Sahayaks*:—The Gram Sahayaks are progressive villagers selected by the Panchayat or the Block Development Committee because of their interest in the particular development work. They are given training in subjects like Agriculture, Animal Husbandry, Cooperation, Cottage and Small-scale Industries, etc., in order to equip them with the necessary knowledge of improved methods and scientific techniques in that subject. They thus supplement efforts of the governmental machinery of technical experts in disseminating scientific information about agriculture, live-stock keeping, etc., and also in demonstrating the various improved methods pertaining to the aforesaid subjects. These honorary workers are called Gram Sahayaks and as extension workers enable the development to gather speed and momentum.

2.10. *Mahila Mandals*:—These are women's organisations which are entrusted with not only the execution but also the planning of the women and children's programme. Its sphere of activity is a village or a group of villages. The Mahila Mandals have their own executive and sub-committees for the various items of the women and children's programme. It should be closely connected with the local Gram Panchayat and may for all purposes be termed its women's wing.

2.11. *Youth Clubs*:—The aim of the youth movement is to interest and educate the youth in living a fuller and better life and to

offer them opportunities to learn, work and play. It is intended to help them acquire a higher sense of values, to realise their civic duties and to inculcate in them the spirit of self-reliance and dedication to the country. The school-going and the non-school going youth are both brought together in such organisations.

2.12. *Farmers' Forum:*—Progressive and ambitious agriculturists can form their own organisations for special study and get affiliated to the national organisations. They can greatly assist in the expension of agricultural production and in the improvement of the agriculturists' standard of living. They can take up special research programmes and try out new techniques, seeds, implements, fertilisers, etc.

2.13. The Panchayat, the basic representative institution, is charged with the total development of the village. It is assisted, as indicated earlier, by a number of other closely linked institutions. The village school although primarily meant for the youth and children's education has to be developed as a community centre for the entire people. With the assistance of these organisations, the Gram Panchayat takes on the task of organising, planning and executing the development of the whole community. In order to enable it to discharge these heavy responsibilities, it becomes necessary that the most capable of the village community are elected to the Panchayat boards and that they are given training and equipped for the tasks they are required to perform. They in their turn have constantly to keep in mind that the needs of the community which has chosen them as its representative come first.

2.14. The Block Development Committee goes a step further in bringing together the representatives from the different Panchayats on a common platform along with the official advisors and the technical assistants appointed by Government for the assistance of the community. The Block Development Committee and the Panchayat, being responsible for the whole programme, are required to create the necessary enthusiasm among the community for formulating and implementing the programmes. The Block Development Committees though not yet put on a statutory footing have all necessary powers and responsibilities devolved upon them by convention. The decisions of the Block Development Committee are binding on all concerned and have to be implemented, except for very grave and important reasons. The Block Development Committee is responsible for the utilisation of funds, for laying down priorities and for distributing work between different regions. It sets up different sub-committees to look, in detail, to different aspects of the programme. In due course the Block Development Committees would become self-governing local bodies.

2.15. Side by side with the exercise of powers, and discharge of responsibilities, a very important function of the community is to keep a vigilant eye over the execution of the programmes by the agency entrusted to carry them out. Such a vigilance is necessary in the interest of the community as a whole, and not of any individual. The implementing agency may be official or non-official. It may be

an individual, or it may be a cooperative or corporate body. In every case, however, vigilance would be essential to prevent misuse or mis-application of the assets and the funds of the community for purposes other than those desired by the community. "Eternal vigilance is the price of liberty". This is true in all spheres. The vigilance is to be provided by the elected representatives of the community.

CHAPTER III

The National Extension Service

A major change that was introduced in administration as a result of the Community Development Programme was the establishment of the National Extension Service. Prior to this, the different departments of Government dealing with developmental subjects like agriculture, animal husbandry, cooperation, cottage industries, education, health, communications, irrigation, etc. were all working generally by themselves in mutual isolation. Each had its own programme differing in content and sometimes even unaware of the schemes of other departments. Very often there was duplication. There was waste of resources and effort. There was no positive encouragement, nor any machinery, to enable them to work as a team. For instance, it was neither understood, nor clearly visualised, that a programme of agricultural development could not be sustained without the development of co-operation and animal husbandry and without the encouragement of cottage industries. In fact, there is no field of developmental activity in the rural area which can work in isolation. The Community Development Programme immediately brought into the fore-front the need for this mutual inter-action and integration. The agency of the National Extension Service, therefore, provides for the integrated development of the village, necessarily implying co-ordination between the different departments not only in the content of their programme but also in the manner of approach to ensure a balanced all-round development of the area. Some essential points which have to be kept in view by this agency are the need for a team approach, the need to work together, the need for mutual give-and-take and the need to make adjustments in each other's programmes for the common benefit of the community.

3.2. The establishment of the National Extension Service made it necessary for the different departments of Government to provide staff going down to the village level in order to be able to meet the demands of the programme. Separate or parallel organisations would mean a waste of effort and also cause confusion in the mind of the cultivator. The National Extension Service, therefore, provides for a unified general all-purpose functionary at the village level. He is the Village Level Worker, working as the agent of all departments of Government and as the channel through which the needs of the community, as well as of the individuals, are transmitted upwards and results of research and extension, as well as govermental assistance, reach the community. Above the Village Level Worker, a general coordinator of the programme is provided in the Block Development Officer. Going up the line, are the Sub-divisional Officers, the Collectors, the Divisional Commissioners, and, at the State level, the Development Commissioner. In their own spheres of work they function as leaders of the teams of technical specialists. The

technical departments of Government provide extension officers at the Block level. They are experts in their own programme. At present, the Block has an expert in agriculture, animal husbandry, cooperation, gram panchayat; education, social education, women and children's programme, health, communications and cottage industries. As the content of the programme grows, more and better equipped technical experts may have to be added at the Block and other levels. Their number may also increase and their quality and status may-imporve as the demand of the community for technical assistance increases.

3.3. The purpose of making available the services of these technical experts at the Block level and the generalist administrators at both the block and village levels is to provide the technical guidance and assistance to the community and the Panchayat in executing the programmes of development that they decide upon. They bring to the notice of the people developments that have occurred in various parts of the State, the country and the world which may be applied with advantage in the local context. They are to provide technical guidance, *e.g.*, knowledge about improved strains of seeds or the quantum and quality of fertilizers to be used or the nature of irrigation to be provided or the treatment to be given to the cattle or the measures to be taken for improvement of rural health, and so on. They are specially trained in their subjects. On the effective and full use of these extension supervisors would, to a great extent, depend the pace of development of a particular Panchayat or Block.

3.4. But these Technical Extension Supervisors have a whole Block area to serve which, on an average, corresponds to 66,000 population with an area of 150 sq. miles. Each Village Level Worker has between 6,000—10,000 people in his charge. Obviously they cannot contact each individual family for giving the necessary advice. It is here that the role of the *gram sahayaks* and the secondary organisations like—the mahila mandals, youth clubs, farmers forums, etc. becomes indispensable to the programme.

CHAPTER IV

THE PROGRAMME —ITS PLANNING

The planning must start *from the bottom up i.e.* at the lowest level, the village. It must also be in consonance with the requirements of the village community. From this will be built up the Block, the District, the State and the National plans.

4.2. The first step, however, is to make a *survey* of the existing conditions and the available resources. This has to be detailed dealing with both economic and social conditions. This will involve:—

(i) finding out the area of the village, and giving information about the area under different crops, the area under different types of tenancies, and the area under irrigation;

(ii) ascertaining the population of the village, the number of males and females, the number of children between the ages 6-11 and 11-14, the number of persons belonging to economically backward groups like members of the scheduled tribes, scheduled castes and backward classes;

(iii) a census of live-stock, *i.e.* number of milch cows, other cows, calves, bulls, bullocks, pigs, poultry, goats, etc.;

(iv) finding out community facilities available in the village like schools, medical facilities, drinking water facilities, facilities for development of pisciculture, community halls Panchayat-ghars, cooperative stores, etc.

4.3. The collection of basic statistics of this type forms the firm foundation for future planning and development. The information with regard to the different villages should first be grouped together for the Panchayat as a whole, and then figures for each Panchayat are grouped together for the Block as a whole. When these figures have been compiled, they will show the levels of development in the different branches as also the deficiencies. They will thus immediately indicate the lines for planning for future development.

4.4. In order to enable an accurate assessment of the resources under the different heads, a questionnaire is prescribed for the survey which is taken up by the Village Level Worker on the opening of a Block. The Panchayat, the Gram Sahayaks, other progressive workers of the area, the members of the Block Development Committees have to take a keen interest in the compilation of this questionnaire. This forms the background information and initial mistakes may subsequently be difficult to rectify.

4.5. Having completed the survey, the next stage in planning is the *assessment of needs and requirements.* For this purpose, the

members of the Panchayat are to sit together in their Executive Committee, and also with the adult members of the village, to prepare a list of various things that the village needs. For example, there may be deficiency of good drinking water. There may either be no well or the number of wells may be inadequate. One area of the village may have sufficient drinking water supply, but another area may be having great difficulties. Similarly, there would be the need for irrigation. It has to be assessed as to what type of irrigation should be provided, whether it will be an embankment or a pond or a well or a tubewell or open boring with *rahats*, etc. The area that will be irrigated will have to be assessed. Then there may be need for schools, a community hall, a Panchayat-ghar, a cooperative store, improved agricultural implements, improved seeds, fertilisers, and so on. An assessment of needs under each of these different sectors is made in prescribed proformas. These when completed, will give the immediate requirements of each village. They are then compiled so as to give the requirements of each Panchayat and then of the Block. While the best authority to do this work is the Panchayat itself, the Village Level Worker should be associated actively in this compilation, because he has the training for this purpose and it is his duty to help the Panchayats in these and similar tasks.

4.6. A compilation of the needs alone will not become a suitable plan. This has to take into account *the resources available* to implement it. It, therefore, becomes necessary to assess the available resources of men, of materials and of finance. Some of the resources are made available by Government. The Block Development Officer will indicate the total amount of money that can be available on an yearly basis for five years. This governmental assistance is, however, only to supplement the local resources—the much bigger and more certain resources of the people themselves. These have to be assessed. What contribution will the people make? Will they give labour? Will they supply commodities? Will they collect cash? These can be answered by the people themselves and an assessment can be, and has to be, made by the community itself.

4.7. Having obtained the statement of needs and requirements and that of available resources, the next step is to fit the needs to the resources. Generally the needs will be in excess of the resources in sight. It then becomes necessary to lay down *priorities i.e.* to decide what will come first and what second, and so on. The immediate needs have to be fitted to the available resources so that the programme, as thus prepared, can be executed within the period fixed. This becomes the *approved plan* of the village.

4.8. It will be noticed that planning thus involves the following four principal stages:—

(i) Collection of basic data,

(ii) Assessment of needs,

(iii) Assessment of resources, and

(iv) Fixation of priorities.

maunds which would be the requirement of the 'C' Class growers or the entire village population, and by this method of exchange in three years the whole village would be saturated by improved seeds. If at any future date the existing seeds need to be replaced by improved variety, again within three years the whole village can be saturated. Actually constant change of the local stock of seeds is necessary to prevent deterioration in their yield. Different areas will have to be given different types of seeds depending upon the crop that is grown and the required amount calculated in each case. The supply of nucleus seeds in the first year would be the responsibility of the Agriculture Department of the State Government and the Agriculture Extension Worker and the Village Level Worker would arrange to procure this from the Block Seed Multiplication Farm or the Agricultural Farm. It has been estimated that use of improved seeds alone increases the yield by nearly 10%.

(ii) *Fertilisers and Manures*:—These are the essential second requirement for cultivation. Calculation has to be made of the requirements of fertilisers according to the area and the crop that is grown in the village. The Agricultural Experts would indicate the dosage of the different types of fertilisers on the different soils after carrying out the prescribed experiments and testing the soil. Having obtained the dose, it is easy to calculate the requirements. Fertilisers and manures have to be divided into several groups:—

(a) Artificial Fertilisers:—This includes nitrogenous fertilisers like ammonium sulphate, urea, ammonium sulphate nitrate and other nitrogenous fertilisers.

(b) Phosphatic fertilisers like single super-phosphate, triple super-phosphate, bonemeal, etc.

(c) **Potash.**

The artificial fertilisers have to be mixed in different proportion for different soils.

(iii) *Compost*:—It is not desirable to give only artificial fertilisers to the soil. It is essential to mix artificial fertilisers with organic fertilisers. Most useful of them are:—

(a) Compost.

(b) Green Manure.

(a) Methods of preparing compost would be explained by the Village Level Worker and the Compost Development Officer. It is possible to use all kinds of village waste materials like rotten leaves, cow dung, etc. to prepare this compost. It helps not only in supplying the nitrogen but increases retentivity of water in the soil.

(b) *Green Manures*:—These are of various types, the common among them is *Dhaincha* and sunn-hemp and various types of edible crops, particularly pulses like *moong, urd, kalai* (Blackgram), etc.

The methods of growing these are well known. They are to be sown six weeks or a month before the actual plantation and ploughed in and rotted in the field before actual transplantation takes place.

In the case of both compost and green manure every village and each individual cultivator has to become self-sufficient in its requirement. This is possible without difficulty in case of compost and also in the case of green manure. For seed multiplication, peripheral sowing of *Dhaincha* can be taken up. It has been calculated that by sowing on the periphery of one acre, seeds adequate for green manuring three acres become available. The cost in both cases is negligible. Increase in yield is considerable depending upon the quantum of fertiliser applied.

(iv) *Improved implements*:—Adoption of improved agricultural implements is the next item. Improved implements reduce labour and help in better ploughing, better sowing, de-weeding, winnowing, thrashing, etc. There are different types of implements suitable for different areas and the Agriculture Department demonstrate the implements suitable for each local area. After seeing the working of these implements, the Panchayat can plan as to which implements they would adopt and in what number. The aim should be to enable all the cultivators to use improved implements.

(v) *Fruits and vegetables*:—In order to improve the dietary habits and to ensure that a more balanced diet is available to the people, it is necessary to encourage the production of fruits and vegetables. They can be grown in the back kitchen yard. Seeds and seedlings will be available from the block nursery and through the Village Level Worker. Suitable local varieties of improved strains should be multiplied and encouraged.

(vi) *Improved cultural practices*:—Apart from these various methods, it is advantageous to adopt improved cultural practices to increase the yield. The most popular among them in the case of paddy is what is popularly called the Japanese method of cultivation which principally involves various operations like seed selection, improved method of raising seedlings, improved methods of transplantation including line transplantation, proper spacing, de-weeding and inter-culture and application of suitable quantities of fertilisers. The increase in yield by adopting these practices have been phenomenal, sometimes 300-400% of the previous yields. Improved cultural practices are also prescribed for wheat, for sugarcane, etc. Continuous experimentation and research goes on and the Agricultural experts of the block advise on the improved practices which can be usefully adopted.

(vii) *Soil Conservation*:—Soil conservation is an essential element of agriculture. The precious soil must not be allowed to go to waste. Some of the commonest and important measures that can be widely adopted, particularly in undulating landscape, are:—

(a) Contour bunding to prevent wasteful runoff.

(b) Terraced cultivation.

Along with soil conservation an essential programme would be tree plantation. Values of the tree are innumerable. They help in preserving the sub-soil water, provide fuel, the leaves can be used for composting and green manure, fruit and timber can be utilised. Here again, the Horticulture and the Forestry Departments will help in suggesting the most suitable varieties of trees for being planted.

(viii) *Demonstrations*:—The Agricultural staff and the Village Level Worker will demonstrate with the help of the Panchayat and the progressive farmers the various new practices, new seeds, fertiliser method etc. to the people. Demonstration would show how a particular programme would really be of benefit and can be adopted by the cultivators.

(ix) *Plant Protection and Pest Control*:—Various methods for prevention of damage to crops by plant protection and pest control can be adopted. Insecticides can be bought by the Panchayat for community use and by progressive farmers for their individual use. Attempts should be made to eradicate and destroy pests like rats which eat away a great quantity of grain.

(x) *Pisciculture*:—If there is a tank, fish can be cultivated. Fish fries of improved varieties suitable to the local areas would be supplied by the local Fisheries Expert of the Block. Fish can be grown even in paddy fields. They are a valuable food supplying important dietary needs of the people.

5.3. **Animal Husbandry**

(i) *Improved Bulls*:—The first need is to improve the variety and the quality of cattle both for milk purpose and as draught cattle. The Animal Husbandry Experts would provide improved bulls for the purpose in the different areas. In order to get maximum benefit it is necessary that all bulls of inferior variety are castrated so that the strain does not deteriorate. Artificial Insemination Centres can be opened to assist in the more rapid expansion of the programme. Improved strains of all live-stock like bulls and cows, buffaloes, pigs, goats, sheep should be taken up in the different areas according to the needs.

(ii) *Poultry Development*:—Another important aspect of animal husbandry development is the development both in the quality and size of local poultry. The Animal Husbandry Department would distribute improved birds and eggs for multiplication. It is desirable to remove the cocks of inferior variety so that better strains can be multiplied.

(iii) *Veterinary Services*:—Animal Husbandry and Veterinary services go hand in hand. This should be encouraged by the setting up of static and mobile veterinary hospitals and dispensaries. The Animal Husbandry Expert in the block will carry out these duties.

(iv) *Prevention of epidemics and control of diseases*:—It is essential that by taking suitable prophylactic measures, timely inoculation and vaccination, some of the major diseases which cause high mortality among live-stock can be completely eradicated. Programme for the eradication of rinder-pest, mastitis, foot and mouth diseases, ranikhet diseases in poultry, etc. should be adopted by the Animal Husbandry Extension Supervisor in cooperation with the people. For prevention of foot and mouth diseases, the people can construct foot and mouth troughs in different areas so that all the village cattle pass through it and get prophylactic treatment.

(v) *Fodder Development*:—is an important part of the programme for improvement of cattle and can be divided into two parts:

(a) Preservation of the available green fodder by construction of silo-pits, thus creating fodder banks for use in the leaner months of the year.

(b) By adoption of improved fodder cultivation, growing improved grasses in waste land, growing grasses as a subsidiary crop, etc. Unless improved strains of grasses are grown and better food supplied to the cattle it will not be possible to improve their quality. The experts of the department will advise on improved types of grasses and on improved diet for the live-stock.

5.4. **Irrigation**

The means of irrigation would vary according to the area, the terrain, the nature of crops grown, rainfall conditions, etc., and each locality would have to adopt methods most suitable. There are various types of irrigation works, both major and minor. The Technical Experts would advise on the most suitable construction and help in preparing the plans and estimates for the type of work to be carried out in a particular locality. Effort in constructing irrigation work must, however, ensure that the largest area is brought under irrigation. Community irrigation works benefitting the largest number of people at the lowest cost should be encouraged. Small individual works, though of benefit, cannot by their very nature be extensive in application. While constructing new irrigation works it is essential to see that existing works are kept in good repair. The Panchayat and the Block Development Committee have to assume special responsibility in this regard.

5.5. **Land Reclamation**

Wherever there is culturable land or fallow land, it can be used for cultivation. Effort should be made to bring this area into cultivation by necessary reclamation. Technical assistance will be provided by the Block experts. Having reclaimed these lands, landless people of the village can be resettled on it. This serves at the same time both an economic and social purpose.

5.6. **Health and Sanitation**

The Medical Experts of the Block will provide assistance in dealing with the health and sanitation programme. A static Dispensary and mobile sub-centres, with maternity and child welfare centres attached, would provide the necessary medical aid. But more important are efforts to improve rural sanitation and environmental hygiene, and to reduce the incidence of disease and sickness. Some of the items that may be mentioned are general cleanliness of the village and of the individual, removal of rubbish, destruction of flies, filling up of insanitary small tanks or puddles which breed flies and mosquitoes. Generally it should be the aim to see that there is no filth and dirt anywhere.

(ii) Drinking water supply should be improved by constructing good drinking water wells, and tubewells with hand pumps etc. The

water supply from these drinking water wells should be led to proper soakage pits so that insanitary conditions do not prevail near the drinking water-wells and foul water does not go to the same sub-soil.

(iii) Steps have to be taken to prevent epidemics by inoculation against diseases like cholera and vaccination against small-pox.

(iv) *Malaria and Tuberculosis*:—These can be controlled by assisting the technical experts in the anti-malaria programme and B.C.G. vaccination.

(v) *School health*:—The Medical Expert of the Block would go round and inspect the health of the school children and suggest methods for the improvement of their health. Primarily improvement in diet, better exercise and better methods of living would be taught.

(vi) The Health Programme will also include dissemination of knowledge to the people through the Panchayat and the Block Development Committee, on subjects like maternity welfare, child welfare, family planning, village sanitation, etc. Village roads and village drains can be improved. Improved latrines can be introduced, as also better kitchens so that there is no smoke in the house. Improved houses can be built to provide ventilation and sunlight. These are a few among the many programmes that can be taken up according to the needs of the local area.

5.7. **Education**

According to the population of school-going children of different ages in the village, in the Panchayat and the Block it will have to be ascertained in consultation with the educational experts of the Block, how many primary schools are required, how many schools of the Middle standard and how many secondary schools, and where they have to be located. The community should endeavour to ensure that every child goes to school and benefits from the instructions imparted therein. The schools themselves should be encouraged to develop into Community Centres for the entire population of the village. This programme would involve local community contribution in terms of land and materials for schools, for play grounds, for gardening, plantation of fruit and flower trees etc.

5.8. **Social Education**

Social education programme will involve all types of activities for the development of the community, leadership training, training of adults in literacy and civic duties, opening of libraries, construction of community centres, panchayat-ghars, organisation of community entertainments like dramas, Bhajans Mandalis, fairs and exhibitions, Mahila Mandals, youth clubs, organisation of sports and games, seminars, farmers' forums and training camps for Gram Sahayaks etc. The greater the community participation and interest, greater will be the progress in the execution and fulfilment of development plans.

5.9. **Communications**

Improvement of communications are the vital need of the rural population. Effort will have to be made to link up every village

with an arterial road. This may involve construction of kutcha or pucca roads, small culverts, causeways, bridges. A plan should be drawn up for this purpose for each village, Panchayat and the block area and implemented in stages with the people's participation. This programme is one of common benefit and it is found that large numbers of people can collectively participate and get a feeling of pride and joy in the construction activities involved. *Shramdan* should be organised so that the maximum benefit can be attained in the minimum time. Programmes involving technical knowledge as in the case of construction of culverts and bridges will be provided by the technical experts at the block level.

5.10. **Village and Cottage Industries**

This programme involves the necessity of a special survey being made to determine:—

(i) the needs of the local people for different articles of daily use;

(ii) the existence of artisans or skilled workers; and

(iii) of raw materials.

In consideration of these factors, particular programmes suited to each local area would be framed. Generally programmes which can cover all the villages are:—

(a) those dealing with the requirement of cloth. This can be fulfilled by spinning and weaving of Khadi through the Ambar Charkha Programme or otherwise so that each village can become self-sufficient in cloth;

(b) development of handloom cloth where there are special handloom weavers who can weave special cloth not only for daily wear but also for artistic use, for the urban markets and industrial centres.

(c) Improvement in blacksmithy and carpentry would be of more or less universal application;

(d) pottery and potters' wares are again required almost everywhere and can be developed by the use of improved implements.

There are various schemes for the development of cottage industries, of which the details will be furnished by the technical experts for the consideration of the local people like leather working, bee-keeping, soap-making, oil-crushing, small industries like sewing, tailoring, basket-making, rope-making, etc. The aim should be to introduce as many of the cottage industries as additional items of work for the agricultural people as possible. It should also enable more intensive use of the skilled artisans' time and ability. Improved implements will increase output as also the quality. The State assists by making available the services of skilled artisans and trainers. The State also assists in giving financial assistance in the form of loans or grants and in arranging the supply of improved implements.

5.11. Planning and the development will be lop-sided if the community does not specially take into account the existing condition

of its weaker constituents. As the saying has it, the strength of a chain is determined by the strength of its weakest link. Similarly the development of a community is judged by the position of its weaker sections. Among them, in the present conditions in India may be included women, children, the members of the scheduled castes, the scheduled tribes and other backward classes and the handicapped like the blind, the deaf and the mute. They all need special attention. A proper programme of development must necessarily give adequate emphasis on the development of these groups.

5.12. The work relating to the women and children's programme is best done through the agency of the women themselves. There are a number of non-official organisations, among whom may be mentioned the Social Welfare Advisory Board, the Kasturba Trust, etc. which provide assistance and honorary workers. At the village level we have the Mahila Mandals and Gram Lakshmis assisted by the Women Social Education Organiser, the Gram Sevikas, the trained nurse-midwives etc. Additional funds are also made available for this programme. Specially suitable programmes are literacy and craft centres. They can be of various types—for amber charkha, cutting and tailoring, basket-making, weaving, doll-making, leather-work, various types of handicrafts etc. Women's Cooperative Societies can be organised hand in hand with the craft centres. Bhajan Mandalies and Recreation Centres have a place of their own. Additional subjects are environmental hygiene, beautification of the home, kitchen gardening, child-care, family planning, running of Bal-wadis and creches, organisation of girl-guide movement etc. Among items of social work may be mentioned removal of *purdah*, child marriage, the dowry system, etc.

5.13. For the members of the Scheduled Tribes programmes suitable for each area and tribe have to be selected. Somewhere it may be a problem of shifting cultivation, elsewhere of housing, improvement of communications, financial assistance through grain-banks, education, special medical care and food supplies. Certain pilot projects, have also been started for special study. The aim is to improve their economic and educational condition.

5.14. Similarly for members of the Scheduled Castes while no standard or uniform programme for their welfare can be suggested, it is obvious that efforts must be made to improve their general economic and social condition, standard of living. Removal of untouchability, provision of better facilities for education, for employment through craft centres and technical training, improvement of living conditions by provision of better houses, pure drinking water and environmental hygiene are some of the suggestions which may be adopted. In the same manner, programmes will have to be thought out and implemented for any other backward or handicapped sections of the community. Towards them, the rest of the community has a special responsibility to discharge.

CHAPTER VI

The Programme—its Execution and Evaluation

After having decided upon the Plan to be adopted, the agency for its execution has to be settled. Again, primarily, it must be the community itself which will carry out the programme. Intermediary contractors have to be eliminated. The village panchayat or the cooperative society should take upon itself the responsibility for executing the programme according to the approved Plan. The Block staff will assist in procuring supplies of materials and giving technical guidance. Any programme carried out and executed by the community has much greater value and is of more lasting benefit. The community also has a pride in achievement. It gives more confidence to the people who can then take up bigger projects for execution. Essentially, therefore, all programmes for development, unless it is so big as to be technically beyond the capacity of the village community, i.e. the panchayat or the cooperative society, to take up, should be so executed. There will, however, be some small individual schemes which may have been approved by the community for execution. They can be entrusted to the individuals concerned.

6.2. Having executed the schemes, it is necessary to evaluate the progress under each sector regularly, to gain from previous experience of the errors or mistakes that may have been made, of the successes that are achieved, and to apply this knowledge in the further programme that may be under execution. Evaluation is the art of self-education, learning one-self how to do things better and quicker at less cost with greater benefit to the community. It has to be a continuous process. The meetings of the Panchayats and the Block Development Committees should be utilised for a constant review of the progress achieved and experiences gained. The review is of benefit not only to the community at large but also to the technical advisers because they can also adjust and modify the programme according to the experience gained locally.

6.3. This brings us to the end. Our programme at work has three principal stages:—

(i) the planning,

(ii) the execution, and

(iii) the evaluation.

This will go on from year to year. With the community development programme unfolding itself, new standards of improved living, of better health, better education, better food, better clothing for the village community will become possible. A new India will emerge.

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